Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009

Message Text

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ACTION SS-25

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S E C R E T AMMAN 2141

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E.O. 11652 GDS
TAGS: PFOR MASS EAID JO XF
SUBJECT: KING HUSSEIN VISIT- BILATERAL ISSUES

1. AS KING PREPARED TO LEAVE AMMN ON FIRST LEG OF A VISIT WHICH WILL BRING HIM TO WASHINGTON ON APRIL 25, WE HAVE REVIEWED A NUMBER OF THE ESSENTIAL BILATERAL ISSUES WHICH MAY BE RAISED BY HIM OR HIS CLOSE ASSOCIATES. A FOLLOWING CABLE WILL DISCUSS SOME OF THE POLITICAL PROGRLAMS, PEASE ISSUES AND MOOD ON THE EVE OF THE VISIT FOR YOUR USE IN CONNECTION WITH THE VISIT. THIS CABLE IS DESIGNED MORE TO FLAG ISSUE AND SUGGEST RESPONSES THAN TO EXPLORE THEM IN DETAIL.

2. MILITARY ASSISTANCE QUESTIONS:: ASIDE FROM A VERY FEW PROBLEMS WHICH MIGHT WELL FALL OUT OF THE JOINT MILITARY COMMISSION MEETINGS TO BE HELD AT THE PENTAGON ON APRIL 21/22 WE BELIEVE THE MOST IMPORTANT MATTER WILL BE THE QUESTION OF JORDANS DEBT POSITION AND THE DIFFICULTY OVER SAUDI ARABIAN APYMENT FOR HAWK MISSILES. BOTH OF THESE HAVE BEEN RATHER LONSTANDING ISSUES. BOTH HAVE BEEN DISCUSSED EXTENSIVELY IN AMMAN WITH THE GOJ AT ALL LEVELS, THE DEBT PROBLEM FOR THE MOMENT WE BELIEVE HAS BEEN RESOLVED BY SAUDI SIGNATURE GUARANTEEING US $82.5M FMS CREDIT FOR FY 76. A FURTHER (FY77) TRANCHE OF CREDIT IS ALSO AVAILABLEFOR SAUDI SIGNATURE AT ANY TIME WHICH SHOULD HELP TO COVER MILITARY PROGRAMS FOR THE FUTURE. HAWK PAYMENT
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ISSUE IS CURENTLY WE HAVE BEEN INFORMED BEING DISCUSSED BY GOJ WITH SAUDIS. WE DO NOT BELIEVE THE KING WILL RAISE EITHER ISSUE. IF WE WISH TO INDICATE HIGH LEVEL CONCERN TO JORDAN ABOUT THESE PROBLEMS, I WOULD SUGGEST THAT THE SECRETARY MIGHT ASK KING FOR HIS VIEWS ON HOW HAWK PAYMENT PROBLEM MAY BE RESOLVED IN A LIMITED MEETING. RAISING THE PROBLEM IN THESE TERMS WILL SIGNAL CONCERN AND INDICATE THAT WE WISH TO SEE IT RESOLVED

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SOON. JORDANIANS HAVE ASKED TO BUY F-16 FIGHTER AIRCRAFT
IN THE 1980'S IF THEY CAN PROCURE FUNDING. IN ADDITION
THE KING IS INSTERESTED IN PURCHASING COBRA HELICOPTERS WITH
TOW MISSILES HE MAY RAISE THESE ISSUES IN TERMS OF SECURING THE
PRESIDENTS SUPPORT TO RELEASE THE WEAPONS. I SUGEST WE TELL HIM
THAT WE ARE STUDYING THE WHOLE PROBLEM OF WEAPONS RELEASE
POLICY. WHEN BASIC DECISIONS ARE MADE WE WILL REVIEW JORDANS
REQUESTS AGAINST THE POLICY PRECEPTS. IT WOULD ALSO HELP TO
TELL THE JORDANIANS THAT IT MIGHT BE BEST TO HAVE THESE REQUESTS
CONSIDERED CLOSER TO TIME THEY WILL BE BUYING AND IN LIGHT OF
BETTER PROJECTIONS OF FUNDING AVAILABLE FROM OTHER ARAB
SOURCES TO PURCHASE THEM.

3. SECURITY ASSISTANCE QUESTIONS:: THE JORDANIANS ARE PREPARING FOR
THE KING PAPERS REQUESTING THAT THE US CONSIDER FUNDING IN
THE FISCAL YEAR 1979, TWO MAJOR DEVELOPMENT PROJECTS DIRECTLY
CONNNECTED WITH MIDDLE EAST PEACE ISSUES AND LOCATED ON/OR NEAR
THE DIVIDING LINES BETWEEN ISRAEL AND JORDAN. THE JORDANIANS
WOULD LIKE UP TO $200 M TO FUND THE MAQARIN DAM AND
$50-70M TO FUND THE DEVELOPMENT OF DEAD SEA POTASH. BOTH PROJECTS
ARE UNDER INTENSIVE STUDY NOW. BOTH WILL REQUIRE FURTHER WORK
INCLUDING FOR MAQARIN THE SETTLEMENT OF A WATER RIGHTS PROBLEM
WITH THE ISRAELIS (SEE BELOW) THESE PROJECTS MIGHT BE CLOSELY
TIED WITH A SETTLEMENT OR PROGRESS ON A SETTLEMENT. THE JORDANIANS WO
ULD
LIKE TO FUND THESE PROJECTS AT LEVELS OVER AND ABOVE THE KINGS
ANTICIPATED REQUESTES FOR BUDGET SUPPORT PROGRAM IN THE
NEIGHBORHOOD OF $100M THE LATTER FIGURE IS IN EXCESS
OF AN ANNUAL PROGRAM UNDEDED HERETOFORE AT THE LEVE OF $75M
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BUT RAISED THIS YEAR (FOR FY78) TO NEARLY $100M, IN PART
BECAUSE IT WAS FELT BETTER TO ASK THE CONGRESS FOR AN INCREASE
IN DEVELOPMENT AID WHILE CHOPPING GRANT MILITARY ASSISTANCE.
WE BELIEVE THIS EARLY STAE THAT BOTH PROJECTS SHOW GREAT PROMISE
AND THAT JORDAN COULD ABSORB A REGULAR PROGRAM AT THE
LEVEL OF $100M THE OTHER ISSUES WILL BE CONGRESSIONAL RECEPT
IVITY (GENERALLY THEY FAIR WELL) AND THE ROLE JORDAN WILL PLAY
IN THE PEACE SETTLEMENT. IF THE RISKS TO JORDAN FOR THE FUTURE
IN ANY PEACE SETTLEMENT ARE GOING TO BE LARGE (WHETHER THROUGH
INVOLVEMENT OR NON-INVOLVEMENT) AND WE AND ISRAELIS DESIRE TO
PROMOTE REAL STABILITY ALONG THE JORDAN/ISRAELI BORDER, THEN
PROJECTS AND PROGRAMS OF THIS SIZE AND MAGNITUDE MAY BE REQUIRED.
I SUGGEST FOR THE MOMENT THAT WE PROMISE TO STUDY THE ISSUES
SYMPATHETICALLY IF THEY ARE RAISED BY THE KING. WE SHOULD
ALSO UNDERTAKE TO GIVE HIM AN EARLY ANSWER AS SOON AS SOME OF
THE FEASIBIITY AND INTERNATIONAL LEGAL QUESTIONS CAN BE WORKED
OUT. AS FOR A REGULAR PROGRAM AT THE $100M LEVEL BY RAISING THE
FY78 PROGRAM LEVEL TO $93M WE HAVE ENCOURAGED JORDANIANS TOWARD
GRANDER ESPECTATIONS. I BELIEVE THAT A LEVEL IN THE NEIGHBORHOOD

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OF $93M CAREFULLY SUPPORTED BY GOOD PROJECTS IS WORTH SERIOUS
CONSIDERATION. I BELIVE THAT AS LONG AS WE HAVE DROPPED
HIGHER LEVELS OF MILITARY FUNDING FROM OUR REQUESTS TO CONGRESS
JORDANSHOULD BE ENCOURAGED TO CONTINUE TO LOOK TO US FOR AN
EXPANDING PROGRAM OF ECONOMIC DEVELOPMENT ASSISTANCE. I WOULD NOT
PUT ANY INCREASES INTO BUDGET SUPPORT IF WE CAN AVOID THIS. I WOULD
RECOMMEND ALSO THAT WE CONTINUE TO REDUCE BUDGET SUPPORT OVER
THE NEXT FEW YEARS TO A LEVEL OF
ABOUT $35M FOR FY80 AND CONSIDER THAT LEVEL A FLOOR FOR THE FORE
SEEABLE FUTURE. THE JORDANIANS BELIEVE A LARGER DEVELOPMENT
PROGRAM IS JUSTIFIED IN LIGHT OF:
(A) THE NEW FIVE YEAR PROGRAM AND ITS AMBITIOUS GOALS FOR DEVEL
OPMENT, (B) THE IMPACT OF INFLATION IN JORDAN, (C) THE FY78
PRECDENT FOR $93M AND (D) DOMESTIC PRESSURE FOR URBAN
IMPROVEMENT BENEFITTING MAINLY THE URBAN POOR AND
REFUGEES IN TERMS OF LARGE WATER AND SEWER PROJECTS TO BE FUNDED
BY THE INCREASES. WE HAVE GIVEN JORDANAISN NO ENCOURAGEMENT ON
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INCREASES. HOWEVER WE BELIEVE THE REQUEST IS WORTH CONSIDERING
SYMPATHICALLY AND THAT IT WOULD BE AN IMPORTANT ASSIST
TO HIS MAJESTY DOMESTICALLY TO BE ABLE TO
REPORT A RECEPTIVE US APPROACH ON THIS QUESTION.

4. WATER GITHS- WE HAVE BEEN IN CONTINUING CONTACT WITH JORDAN
AND ISRAEL ON THE WATER OF THE YARMOUK RIVER IN LIGHT OF JORDANS
INTEREST IN BUILDING THE MAQARAIN DAM ON THE RIVERS HEADQWATERS.
SOME PROGRESS HAS BEEN MADE, THE JORDANAINS ARE SATISFIED
WITH OUR GOOD OFFICES ROLE. THE KING MAY WISH ASSURANCES THAT
WE WILL CONTINUE TO PLAY AN ACTIVE IMPARTIAL
ROLE IN ASSURING AN EQUITABLE SETTLEMENT AND THAT WE ARE PREPARED
TO WIEGH IN AT SOME TIME IN THE FUTURE, IF NECESSSARY WITH THE
ISREAELIS TO SECURE THIS. WE RECOMMEND A POSITIVE RESPONSE IF
THE QUESTION IS REAISED BY THE KING.
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